

3

Strategic Goal 3:

Build Human Capacity Through Education And Training

I. Overview

In recent decades, most developing nations have made substantial progress in raising primary and secondary enrollment rates and achieving basic literacy. Yet many have a long way to go in achieving universal primary education. Moreover, the poor quality of education in these countries contributes to high rates of grade repetition and school dropout and conversely low levels of student learning. Limited access and poor quality affect girls more severely than boys, leading to significant gender gaps in primary and secondary school enrollment and completion.

USAID has strongly supported and has provided technical leadership for basic education programs for more than two decades. Despite considerable diversity among USAID-assisted countries, education sectors in the regions where USAID operates face common challenges. In Africa, Asia and the Near East, and Latin America and the Caribbean, expanding access to and improving quality and equity in basic education are the highest priorities. Although not as universal, access and quality issues in selected areas in Europe and Eurasia also call out for attention. While these regions achieved universal primary education, some countries are now backsliding because of inadequate resources and deteriorating school conditions.

In 1998, USAID basic education assistance helped countries develop and adopt policies that made basic education more accessible and improved its overall quality. USAID helped countries build institutional capacity to manage their basic education systems and train teachers more effectively. The Agency

promoted the adoption of innovative teaching methods and improved educational materials. It encouraged the use of technology, including distance learning¹ through radio and the Internet. And it promoted increased community participation in educational decision-making.

Education plays a key role in achieving sustainable social and economic development and in contributing to the emergence of strong democratic institutions. The linkages between education and USAID's other strategic goals are well established, especially in reducing fertility, ensuring improved family health and increased child survival, preventing and mitigating crises, fostering support for democracy and human rights, and accelerating economic growth through a more productive and adaptable work force.²

Benefits to the American Public

As people in developing and transitional countries become better able to address their nation's problems and manage their own development through better use of their own human resources, Americans benefit from the broader and more equitable participation of those countries in an increasingly knowledge-based global economy.

Involvement of Other Donors and U.S. Government Agencies

The Agency's objectives center on *expanding access to quality basic education*, especially for girls and women, and

increasing the contribution of institutions of higher education to sustainable development.

The Agency goal of basic education is closely aligned with targets set by the Organization for European Cooperation and Development's Development Assistance Committee.

Figure 3.1. USAID-Managed Funds by Strategic Goal
Build Human Capacity
Through Education and Training

All Accounts	Fiscal Year 1998		Fiscal Year 1999	
	\$US millions	Percent of total	\$US millions	Percent of total
Development Assistance	141	78	134	35
New Obligation Authority	125	69	131	35
Carryover/recoveries	16	9	3	1
Economic Support Funds	17	9	81	22
New Obligation Authority	15	8	76	20
Carryover/recoveries	2	1	5	1
SEED	16	9	84	22
New Obligation Authority	11	6	73	19
Carryover/recoveries	5	3	11	3
NIS	6	3	79	21
New Obligation Authority	6	3	52	14
Carryover/recoveries	0	0	27	7
IDA	—	—	—	—
PL 480	—	—	—	—
Total	180	—	378	—

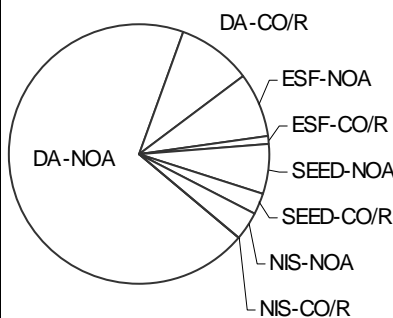
USAID's experience across regions has demonstrated a number of promising approaches for achieving our basic objectives in expanding educational access, improving quality in the classroom, and reducing gender inequalities in school enrollments and completions. Experiments in decentralizing education through more community involvement in school management are beginning to show positive results in expanding educational access in remote areas without sacrificing quality (e.g., Brazil, El Salvador, Pakistan³).

The Agency's more recent experience with community schools in Ethiopia, Malawi, and Mali promises similar results. Women's literacy programs delivered through nongovernmental organizations (e.g., in Nepal) and distance learning programs using radio/cassette instruction for out-of-school youth and adults (e.g., in Honduras) have also shown positive results in expanding basic education for disadvantaged groups through alternative means.

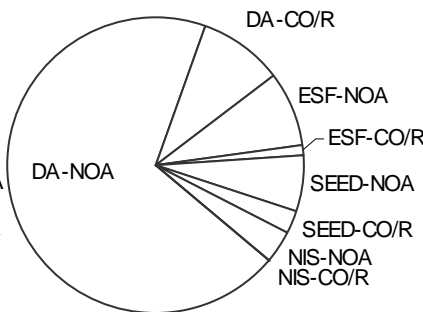
Moreover, innovative interventions to improve educational quality are increasing school completion rates. The increased availability of better primary schools is reducing gender inequities in school enrollment and completion rates. Targeted approaches to remove specific barriers to girls' school participation (such as female teachers and administrators, gender-sensitive curriculum reform, gender training for teachers, scholarships and incentives, and social mobilization campaigns) are also narrowing the gap in those areas.

Experience also suggests several factors are necessary for ensuring and sustaining the gains made from these various approaches. These include host-government commitment to systemic educa-

Fiscal Year 1998



Fiscal Year 1999



tional reform (including budgetary support); partnerships among government, business, and civil society; and community participation at all levels. Alternatively, previous experience also demonstrates how a single-minded emphasis on expanding primary school access can result in crowding, which then undermines quality. This has been clearly demonstrated in many Latin American and Caribbean countries and more recently in Malawi.

Such lessons contributed to the decision by USAID/Egypt to shift its support from basic education in 1998 to greater emphasis on labor and work force and other education areas. As the fiscal year 2000 Annual Performance Plan points out, gender gaps in primary enrollment account for a large share of the overall shortfall from full enrollment in many countries.⁴ The contributions of host-country institutions in finding solutions for addressing these and other development problems are further hampered by

underperforming colleges and universities. They generally lack the requisite skills, capacity, and resources to effectively meet local and national development needs.

In coordination with other donors and development partners, USAID seeks to help countries overcome problems of educational access and quality and more fully realize the potential contribution of education to achieving sustainable social and economic development. Major donors in primary education include 1) the World Bank, which has worked with USAID on radio education and adult literacy; 2) UNESCO, an innovator in early childhood education that has collaborated with USAID in attempting to improve the international database on national education statistics; 3) the Inter-American Development Bank, which has worked particularly closely with the Agency to restore education to victims of Hurricane Mitch; and 4) UNICEF, which helps children in crisis countries.

Table 3.1. Involvement of Other Donors and U.S. Government Agencies

Major Donors	Access to quality basic education, especially for girls and women expanded	Contribution of institutions of higher education to sustainable development increased
International Organizations and Bilateral Donors		
Canada	X	X
Denmark		X
European Union		X
Germany		X
IDB	X	
Sweden	X	
UNESCO	X	
United Kingdom	X	X
UNICEF	X	
World Bank	X	X
Private Foundations		
OSI(Soros)	X	X

Other bilateral donors include the Canadian International Development Agency, which is beginning to address issues of children with disabilities, and the Department for International Development, the British agency, which offers many programs aimed at improving the quality of education. The Association for the Development of Education in Africa was formed on that continent by the donors' foster collaboration and an exchange of information

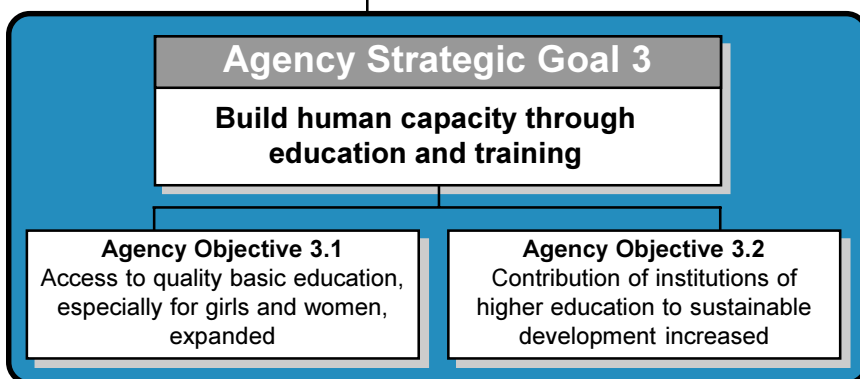
among funding agencies in the sector. It has since evolved into a structure designed to reinforce African ministries' leadership capacities, to encourage appropriate policies and programs, and to develop a consensus between ministries and funding agencies on approaches to the major education issues in Africa. The association includes varying levels of participation by 50 multilateral, bilateral, and private development organizations.

II. USAID Strategies And Program Performance

While USAID's operating units (missions, regional bureaus, global programs) met or exceeded strategic objective targets for *basic education* in the human capacity development goal area in 1998, the Agency may not achieve its performance goals for basic education. This is largely due to the high level of the performance goals, which exceed USAID's manageable interest in countries where it works. Many countries will miss the Development Assistance Committee (DAC) targets of universal primary enrollment by 2015 and elimination of gender gaps, regardless of how well USAID missions perform. This is due to reasons ranging from poor government policies to economic, social,

and political conditions beyond the host government's reach. For example, in many countries, slow economic growth is eroding public revenues for education; the spread of AIDS in **Africa** and **South Asia** is depleting the ranks of qualified teachers; continued population growth is outpacing the number of available classrooms; and incidents such as civil strife and natural disasters disrupt normal school functions.

The Agency recognizes the need to adapt or modify DAC targets for basic education into appropriate USAID performance goals, rather than simply adopting only DAC targets as Agency performance targets. In addition, the usefulness of the performance goal indicators for measuring USAID performance in meeting the human capacity development basic education objective is limited, owing to the scarcity and lack of timeliness of UNESCO data on school enrollment and completion rates. Field missions often need to manage with more in-depth indicators other than the common indicators identified in the Annual Strategic Plan. They must rely on other "second best"



indicators, such as locally collected data or gross enrollment rates in place of net enrollment rates to fill in the gaps. Data problems contributed to the Agency's decision to drop the performance goal on completion rates in the fiscal year 2000 Annual Performance Plan.

The strategic objectives in *higher education* exceeded expectations during 1998 in the number of partnerships supported in the various regions. Yet, the indicator for this objective generally understates USAID's involvement in higher education. That is because of the blurred distinction in Agency reporting between using host-country higher education as a tool to achieve development results under the human capacity development (HCD) goal area and institutional strengthening of higher education to support other Agency goals or objectives. We are unable to adequately capture data or indicators of higher education partnerships that support specific objectives (e.g., energy, privatization) when they do not fall under the HCD goal. Recent development of a primary emphasis code for "higher education for host countries" may help clarify this distinction and the development of relevant secondary codes should reduce potential double counting for this indicator.

A more pressing issue is the continued absence of a satisfactory Agency performance indicator for measuring and reporting changes in the development contributions of host-country institutions of higher education that are attributed to USAID efforts.

Finally, the four performance goals fail to capture the full range of USAID performance under HCD. Most notably, the contribution of professional training in the United States, in third countries,

and at in-country institutions, as well as information technology applications, are not well reflected. As the Agency moves toward a new strategic framework, we are working on defining appropriate indicators for this goal area.

Agency Objective 3.1: Access to Quality Basic Education, Especially For Girls and Women, Expanded

The Agency's basic education objective particularly emphasizes expanding and improving the quality of primary education, especially for girls, while supporting preprimary and lower secondary education where conditions warrant. The objective also includes literacy programs for adults and out-of-school children. Agency performance goals in basic education consist of 1) the Development Assistance Committee target of full primary enrollment by 2015, 2) the DAC target of eliminating gender gaps in primary school enrollment, and 3) improved primary school completion rates and reduced grade repetition rates.

From a technical review of USAID's operational performance during 1998, we find that most of the Agency's 33 strategic objectives with basic education targets met or exceeded expectations. Twenty-one operating units exceeded targets, five met expectations, four failed to meet targets, and several others had mixed results.⁵ A review of this performance against each of the HCD performance goals is presented in section IV, but the following summarizes the regional context and principal trends in basic education. It also gives highlights of Agency accomplishments during 1998.

The Agency's basic education objective also includes literacy programs for adults and out-of-school children.

In **sub-Saharan Africa**, a lack of access to basic education and low rates of school completion, especially among girls, are typical. Problems of limited access faced by many African countries are rooted in inadequate public funding of education overall. They are exacerbated by rapid population growth, cultural biases, and poor economic performance in the region over the past several decades.

As a result, many children, especially girls, do not even start school. Moreover, many drop out because of the poor quality of education offered, leading to low rates of school completion and learning—again, especially among girls. Despite those obstacles, primary school enrollment rates continued to increase during 1998 in the 10 countries receiving basic education program assistance (**Benin, Ethiopia, Ghana, Guinea, Malawi, Mali, Namibia, South Africa, Uganda, and Zambia**). Progress toward universal primary education appears more rapid in these countries than in other countries in the region, although the few countries with high initial primary school enrollments also report high dropout rates.

USAID basic education programs in the region have succeeded in bringing host governments and international donors together around a common agenda for education sector reform. The number of countries that have adopted an “education sector support” approach is steadily increasing. In 1998, positive results from this approach were evident in **Uganda**, where USAID assistance helped raise the share of the national budget spent on education and a corresponding increase in the share of budget for primary schooling. In addi-

tion, greater transparency and accountability in the budgeting process increased the share of funds actually reaching the schools to 80 percent in 1998, compared with 30 percent during 1991–95.

In **Latin America and the Caribbean**, almost all the children in USAID-assisted countries receive at least some primary education as a result of a sustained emphasis over the past several decades on expanding access. Girls now enroll in school at rates equal to or greater than boys at all levels of schooling in most of the region (except in countries where there are large rural indigenous populations); the average student–teacher ratio of 24:1 is comparable with the world average; and excellent progress has been made in increasing access and enrollment rates. Despite that progress, important equity and access issues remain among rural, indigenous, and poor populations—especially in **Guatemala, Haiti**, and pockets of other countries. Moreover, the quality of basic education in most of the region’s countries is poor, resulting in high repetition and dropout rates and low attendance in many schools.

USAID continues to support basic education in six Caribbean and Central American countries (**El Salvador, Guatemala, Haiti, Honduras, Jamaica, and Nicaragua**), with increasing emphasis on equity, quality, and efficiency at the primary level. The Bureau for Latin America and the Caribbean has identified secondary education as an emerging issue. In 1998, pilot efforts in curriculum design, materials production, new learning methods, bilingual and distance education, and community/parent involve-

ment in schools demonstrated tangible improvements in educational efficiency, quality, and equity that lend themselves for broader replication.

For example, innovative programs to improve quality in the classroom in USAID-sponsored model schools in **Nicaragua** resulted in increased sixth-grade completion rates that exceeded the national average by one half. In **Haiti**, teacher training and expanded use of an improved curriculum to include nonpublic schools helped raise the portion of primary school children completing sixth grade from 47 percent in 1995 to 64 percent in 1998.

Guatemala's community schools' initiative in the department of Quiche realized enrollment gains for indigenous students in the region and corresponding increases in girls' school participation.

In Asia and the Near East, USAID provides basic education assistance to **Egypt, India, Morocco, and Nepal**, which share wide gaps in access to basic education between girls and boys. In these countries, the Agency concentrates on improving girls' access to quality basic education and increasing women's literacy. Pilot activities in Morocco yielded positive results during 1998 in increasing girls' primary enrollment and completion rates in selected rural schools. A gender-training program for teachers in the northern Indian province of Uttar Pradesh, together with a school meals program, increased girls' school participation in that region. During 1998, Egypt shifted away from a broad expansion of girls' education programs. That country's plans for launching its own version of *Sesame Street* progressed and are expected to contribute to early

childhood development for more than 2 million girls aged 3 through 6.

In **Europe and Eurasia**, primary and secondary enrollment rates are generally high, with greatly reduced problems of educational quality. Expanding access to and improving quality in early childhood and basic education, particularly for rural, low-income, and ethnic populations, are emerging issues in this region. USAID assistance centers on improving the contributions of the region's higher education institutions to the emergence of strong market economies and democratic governance. However, deteriorating economic conditions are bringing into question the initial assumptions of high rates of primary and secondary enrollment and the quality of education in these countries. Looking at recent evidence of declining enrollments and attendance, especially in the less developed areas, USAID is considering efforts for human capacity building in this region. They would increase support for systemic reform, with an emphasis on educating the younger generation to build human resources for the future.

Agency Objective 3.2: Contributions of Institutions of Higher Education to Sustainable Development Increased

A performance objective for higher education was adopted in 1997 in response to the American higher education community's concern over the stagnation of higher education institutions in developing countries and

Egypt's plans for launching its own version of *Sesame Street* progressed and are expected to contribute to early childhood development for more than 2 million girls aged 3 through 6.

their untapped potential to contribute more effectively to sustainable development. In 1998, USAID continued to foster partnerships between host-country colleges and universities and with local business, government, and the American higher education community.

USAID's focus on higher education has more recently included the contribution of postprimary education and training institutions to market-oriented work force development. While higher

education partnerships in **Europe and Eurasia** in 1998 concentrated on strengthening conditions for sustaining market-oriented, democratic societies, institutional partnering in **Africa** strengthens higher education institutions as a catalyst for improving basic education.

III. Agency Objectives By Operating Unit and Region

Table 3.2 shows the distribution of field-based programs supporting Agency objectives for human capacity development during 1998. Accordingly, the table shows that 26 out of 87 field-based operating units had at least one strategic

objective under the human capacity development goal in 1998, with a total of 23 field-based programs supporting basic education and 8 supporting higher education.

Table 3.2. Agency Objectives by Operating Unit and Region

	Africa	ANE	E&E	LAC	Total
Total field-based operating units	29	16	25	17	87
Total with human capacity development objectives	10	4	3	9	26
Expand access to basic education	10	4	0	9	23
Increase contribution of institutions of higher education	3	1	3	1	8

Note: This table shows field-based operating units with strategic objectives in support of the HCD goal and Agency objectives. Operating units may have more than one HCD strategic objective. In addition, some of the operating units' strategic objectives support more than one Agency goal or objective. See annex B for details on distribution of programs in field-based operating units.

IV. Performance by Fiscal Year 1999

Annual Performance Plan

PERFORMANCE GOAL 1: COUNTRIES INCREASE PRIMARY ENROLLMENT RATIO AT OR ABOVE THE INCREASE NEEDED TO ATTAIN FULL PRIMARY-SCHOOL ENROLLMENT BY 2015

Table 3.3 is taken from the fiscal year 1999 Annual Performance Plan. It provides the most recent data available through UNESCO on broad development trends in expanding access to primary school in USAID-assisted countries. Using the rate of increase in a country's net primary enrollment ratio,

this performance goal reflects progress toward the Development Assistance Committee target of attaining full primary enrollment (99 percent) by 2015.

A country is considered "on track" if its net primary school enrollment ratio is

Performance Table From Fiscal Year 1999 Annual Performance Plan

Table 3.3. Performance Goal 1: Countries Increase Primary Enrollment Ratio at or Above the Increase Needed to Attain Full Primary-School Enrollment by 2015

Indicator: Net primary enrollment ratio.

Sources: UNESCO; USAID calculations.

		Percent of Countries Meeting the Performance Goal			Average NPER	
		APP Baseline (1) 1993	Latest Actual (2) 1996	Target (3) 1999	1993	1996
Agency Level	planned			—		
	actual	—	38		73.3	79.8
sub-Saharan Africa	planned			31		
	actual	29	42		52.0	54.1
Asia–Near East	planned			86		
	actual	75	29		84.2	88.5
Europe–Eurasia	planned			81		
	actual	n/a	32		88.7	92.5
Latin America – Caribbean	planned			92		
	actual	88	50		83.7	88.1

Note: Europe and Eurasia reported too few data to provide a meaningful baseline comparison.

1. Baseline performance in the FY99 APP was based on the latest available data from UNESCO during the period 1985–93. To ensure comparability of data sets between the base and actual targets, baseline measures were recalculated to correspond with the same list of USAID-assisted countries used for calculating actual performance (N=80). In this table, the baseline figures did not change.
2. Calculations used to measure actual performance against the 1999 target reflect the latest available UNESCO data during the period 1994–96.
3. The 1999 target represents expected performance based on observable trends, over a period ending in 1999 and beginning after the baseline year.

In Africa two countries (Namibia and South Africa) will have most certainly achieved universal primary education by 2015. Three countries (Malawi, Uganda, Zambia) have the potential to reach this target by 2015.

increasing at a rate fast enough to reach full enrollment by 2015, *if that rate is sustained*. USAID believes the net primary enrollment ratio is important for tracking the progress of sustainable basic education, since it measures the proportion of children of official school age in the population who are enrolled in primary school. Net enrollment ratios adjust for overage or underage enrollments, but data are less readily available in many countries than are gross enrollment ratios. Many countries do not systematically collect and report this information, and published data through UNESCO often lag the period covered by several years.

Moreover, the net primary enrollment ratio is not the only measure of USAID performance. Changes in this area may result from multifaceted strategies brought to bear on school enrollment patterns (e.g., policy reform, sector investment plans, budgetary allocations, systematic teacher training). Agency activities alone may not be able to effect this goal. Achievement may rely on USAID and partners.

Performance Analysis

Data for this performance table, as stated in the fiscal year 1999 Annual Performance Plan, are expressed as the percent of countries increasing net primary enrollment ratios at or above the rate of increase needed to attain full primary school enrollment by 2015, in accordance with Development Assistance Committee targets. The current growth rate was calculated as the percentage change in a country's enrollment ratio between the baseline period (latest year from 1985 through 1993) and the most recent year for which subsequent data were reported (1994–96). On the basis of a compari-

son between baseline measures and current enrollment data among USAID-assisted countries, net primary enrollment ratios appear to be increasing in every region.

But several countries in each region still do not meet the growth criterion under the performance goal. The gaps observed in the table between actual and planned performance in all regions (unmet targets in **Asia and the Near East, Latin America and the Caribbean, and Europe and Eurasia**, and exceeded targets in **Africa**) are attributable to the smaller number of countries reporting more recent data than that used in the baseline. Fewer than 40 percent of USAID-assisted countries (31 of 82) reported data for the 1994–96 period. That undermines the integrity of the measured regional averages shown.

In all basic education countries in **Africa** where there are adequate data, primary school enrollment rates have been steadily increasing since 1990. UNESCO enrollment data for three of these countries (**Ghana, Guinea, Uganda**), however, were not available to calculate trends). On the basis of partially overlapping data sources, two countries (**Namibia and South Africa**) will have most certainly achieved universal primary education by 2015. Three countries (**Malawi, Uganda, Zambia**) have the potential to reach this target by 2015.

In others, however, significant financial inputs will be required to reach the 2015 goal. Among these, **Benin** is making steady progress; **Ethiopia** and **Mali** recorded recent increases consistent with reaching the target, but their much lower current enrollment rates make ultimate success less certain.

Of the four basic education countries in **Asia and Near East**, only **Morocco** reported sufficient data to track current net primary enrollment growth. It is accordingly on track toward full enrollment by 2015. **Egypt** has also recorded sufficient progress in 1993–96 to reach the target, despite the absence of comparison data from previous years. **India** and **Nepal** have not reported net enrollment rates in recent years. Progress in other USAID-assisted countries in the region has tended to be better, reflecting the bureau's concentration on countries where the problems are most severe.

Of the six **Latin American and Caribbean** countries with basic education programs in 1998, **Jamaica** reported full primary enrollment as of 1992, and **El Salvador** appears to be moving toward full enrollment by 2015. **Nicaragua** has recently experienced stagnant net enrollment rates and falls short of the required growth rate. Data from other countries in the region were less complete.

USAID does not support basic education in **Europe and Eurasia**. Since most countries in the region have generally high enrollment rates, many countries do not report net enrollment data anyway. That said, some declining trends are apparent.

Achievement Beyond Fiscal Year 1999 Annual Performance Plan Levels

The regional shortfalls in meeting planned 1999 targets for an increase in the percentage of countries meeting the performance goal's criterion are probably due to the reporting and measurement problems identified and discussed earlier. Largely in response to inad-

equately education statistics in many countries, USAID supported the development and testing of a new education survey in 1998 to be included with ongoing U.S. government demographic and health surveys. The survey can provide missions with a supplemental source of national basic education statistics, as well as other information on educational participation among different population groups.

Beyond these measurement problems, however, many countries will miss the Development Assistance Committee targets of universal primary enrollment by 2015, regardless of how well USAID missions perform. As discussed, this is because of the high level of this performance goal, which is beyond USAID's manageable interest in many countries.

The Africa Bureau plans to address the expected shortfalls in meeting the performance goal targets through its continued efforts to promote an "education sector support" approach in all of its basic education countries.

The Bureau for **Latin America and the Caribbean** will coordinate its activities more closely with Inter-American Development Bank and World Bank efforts to expand secondary access in the region over the next five years. This is especially the case in providing leadership in policy, research, and implementation issues through demonstration projects.

The Bureau for Asia and the Near East plans to address the need for a greater investment in basic education, especially in **South Asia**, home to a large proportion of the world's out-of-school children and an even larger share of out-of-school girls. Literacy will be a major issue in the coming strategy period,

given low and persisting literacy rates in countries without basic education programming (e.g., the literacy need in **Bangladesh** and **India** is as great as the need in **Morocco** and **Nepal**).

Finally, the Bureau for **Europe and Eurasia** is reconsidering its emphasis on higher education under the human capacity development goal (given recent evidence of declining school enrollments), to include increased support in future programming for systemic reform and provisions for sustaining educational levels thus far achieved.

Revisions to the Fiscal Year 2000 Annual Performance Plan

Several changes have been made in measuring the net enrollment indicator for the fiscal year 2000 Annual Performance Plan. They include 1) adjustments in the time periods for baseline measurements to accommodate the scarcity of net enrollment data, 2) a change in the method for calculating the percentage of countries in each region meeting the growth criterion (the basis is now the number of countries with relevant data, rather than the total number of assisted countries), and 3) a

change in the target levels designated for “full” primary enrollment from 99 percent to 100 percent by 2015.

Adjustments to Be Included In the Fiscal Year 2001 Annual Performance Plan

The performance goal was changed to read “national primary enrollment ratios increase to attain full primary enrollment by 2015.” The Agency is also considering developing midlevel indicators of results. We are examining the feasibility of constructing measures based on changes in enrollment ratios and completion rates based on target populations that missions believe are within their manageable interests.

In some cases, this would reflect changes at the national level. But in many cases, measurement would cover more limited geographic areas or apply to selected segments of the population. Recent evaluations indicate that we should look at expanding the set of trend indicators to include one or more system indicators, such as primary education’s share of total education expenditures and the share of nonsalary recurrent costs in the primary education budget.

PERFORMANCE GOAL 2: GROSS PRIMARY ENROLLMENT RATIOS FOR GIRLS AND BOYS DIFFER BY NO MORE THAN 5 PERCENT

Using the difference between girls’ and boys’ gross enrollment ratios, this performance goal reflects progress toward the Development Assistance Committee target of reducing gender gaps in gross primary enrollment ratios to less than 5 percent by 2015 (see table 3.4). The gross enrollment ratio reflects the total number of children enrolled,

regardless of age, compared with the total number of children of official school age in the population. Although data on gross primary enrollment ratios are available in most assisted countries, the interpretation is complicated by inclusion of overage and underage children in the numerator.

Performance Analysis

Regional performance is assessed on the basis of the share of countries in each region that have reduced their gender gaps in enrollment ratios to less than 5 percent in 1998. The latest data show an increase in the percentage of countries meeting this criterion for all regions except **Asia and the Near East**. A comparison of the gender-equity ratios among USAID-assisted countries shows declining trends in gender gaps across the regions. However, these regional averages conceal persistent gaps in many countries, especially some in

Africa and in **Asia and the Near East** with low overall access to basic education.

In Africa, only **Namibia** and **South Africa** currently have gender gaps of less than 5 percent. Gaps in most other basic education countries have declined over time, with the exception of **Ethiopia, Zambia**, and some mixed trends in **Uganda**.

Progress in reducing gender gaps has been more consistent among the four **Asian and Near Eastern** basic education countries. In **Latin America**

Performance Table From Fiscal Year 1999 Annual Performance Plan

Table 3.4. Performance Goal 2: Gross Primary Enrollment Ratios For Girls and Boys Differ by No More Than 5 Percent

Indicator: Difference between gross enrollment ratios for girls and boys.

Sources: UNESCO; USAID calculations.

		Percent of Countries Meeting the Performance Goal			Gender Equity Ratio	
		APP Baseline (1) 1993	Latest Actual (2) 1996	Target (3) 1999	1993	1996
Agency Level	planned					
	actual	63	65		0.92	0.92
sub-Saharan Africa	planned			42		
	actual	24	28		0.79	0.80
Asia–Near East	planned			50		
	actual	55	44		0.90	0.90
Europe–Eurasia	planned			100		
	actual	83	91		0.98	0.98
Latin America – Caribbean	planned			89		
	actual	91	92		0.99	0.96

Note: Baseline performance in the fiscal year 1999 Annual Performance Plan was expressed as the percentage of countries with relevant data in each region that brought the gender gap in gross primary enrollment ratios under 5 percent by 1993, based on the latest available data during the period 1985–93. To ensure comparability of data sets between the base and actual targets, baseline measures were recalculated to correspond with the same list of USAID-assisted countries included in the calculations of actual performance (n=82). The APP 1999 target represents expected performance based on observable trends, over a period beginning after the baseline year and ending in 1999. Calculations used to measure actual performance against the 1999 target reflect the latest available data during the period 1994–96. While new baseline figures reflect the percentage of all assisted countries in each region that met the goal criterion, figures on actual performance reflect the percentage of assisted countries that reported new data since their baseline year. Only a small number of countries (4 of 82) failed to report new data for the 1994–96 period.

Source: UNESCO Statistical Yearbook, 1998.

While Bureau for Latin America and the Caribbean programs will continue to address gender disparities in targeted areas, the ANE Bureau plans to review its exclusive attention to girls' and women's education to ensure that gender issues are fully integrated into systemic educational reform.

and the Caribbean, where girls' enrollment rates are equal to or greater than boys in many countries, only **Guatemala** still has a primary gender gap of more than 5 percent. The data for **Haiti** are too dated to describe the current situation. Recent declining enrollments in **Europe and Eurasia** may lead to slippage of the gender gap.

Achievement Beyond Fiscal Year 1999 Annual Performance Plan Levels

Unmet targets in **Asia and the Near East** are primarily attributable to the lack of current data reported by several key countries. In several countries in **Africa**, USAID's progress in reducing the gender gap was below target because increasing girls' enrollment rates also contributed to the increases in boys' enrollment rates.⁶ Although increased enrollment for all children in these countries is welcomed, strategies for addressing specific barriers to girls' participation through Global/Women in Development programs will support regional efforts to reduce persistent gender gaps in school enrollments. While Bureau for **Latin America and the Caribbean** programs will continue to address gender disparities in targeted areas, the ANE Bureau plans to review its exclusive attention to girls' and women's education to ensure that gender issues are fully integrated into systemic educational reform.

Revisions to the Fiscal Year 2000 Annual Performance Plan

To obtain a more accurate measure, the FY99 APP indicator for this perfor-

mance goal was changed in the FY00 Annual Performance Plan. Rather than calculating the difference between male and female gross enrollment ratios, the fiscal year 2000 APP examines the gender equity ratio. This is the ratio of girls' gross enrollment ratio to boys' gross enrollment ratio, where 1 represents full equality in enrollment rates. The FY00 APP examines the gap between a country's primary gender equity ratio and 1, expressed as a percentage.

An additional change in the target levels for the performance goal in the FY00 APP is the virtual elimination of the difference between male and female gross enrollment ratios, rather than minimizing the gap.

Adjustments to Be Included In the Fiscal Year 2001 Annual Performance Plan

As suggested in the foregoing, the performance goal contained in the Agency's FY01 APP was changed to "the difference between girls' and boys' primary enrollment ratio virtually eliminated." Although we plan to continue to track the existing parity measures, we plan to shift from the existing "growing toward full enrollment by 2015" measure to one based on an unweighted average of primary net enrollment ratios.

PERFORMANCE GOAL 3: PRIMARY SCHOOL COMPLETION RATES IMPROVED

Agency performance in improving primary school completion rates is measured on the basis of the percentage of students reaching the fifth grade. Grade 5 is used to increase cross-country comparability because the duration of primary schooling varies from 3 to 10 grades across countries. Data for the indicator are based on UNESCO estimates, which use data on

average promotion, repetition, and dropout rates for two consecutive years to calculate the flow of students from one grade to the next (i.e., the Reconstructed and Apparent Cohort Methods). But when repetition rates are relatively high and vary between grades, this method may overestimate or underestimate the survival rate to fifth grade. Unfortunately, UNESCO data on

Performance Table From Fiscal Year 1999 Annual Performance Plan

Table 3.5. Performance Goal 3: Primary School Completion Rates Improved

Indicator: Percentage of cohort enrolling in grade 5.

Sources: UNESCO; USAID calculations.

		Percent of Cohorts Enrolling in Grade 5		
		APP Baseline (1) 1993	Latest Actual (2) 1996	Target (3) 1999
Agency Level	planned			
	actual	73	74	
sub-Saharan Africa	planned			71
	actual	69	65	
Asia–Near East	planned			84
	actual	79	87	
Europe–Eurasia	planned			89
	actual	96	92	
Latin America – Caribbean	planned			72
	actual	67	74	

Note: Data for this performance goal, as stated in the fiscal year 1999 Annual Performance Plan, are expressed in terms of the percentage of countries that are achieving real per capita growth rates of at least 1 percent. An average of annual growth rates for five-year periods is first calculated for real GDP and population for each country to determine whether it meets the 1 percent threshold.

1. Baseline performance in the FY99 APP was based on the latest available data from UNESCO during the period 1985–93. The revised baseline represents the percentage of countries with average per capita growth rates over 1 percent for the five-year period ending in 1996. 1996 baselines and targets were recalculated for all USAID-assisted countries based on the revised USAID-assisted country list.

2. Calculations used to measure actuals represent data based on a five-year average ending in 1998.

3. The 1999 target represents expected performance based on observable trends, over a period ending in 1999 and beginning after the baseline year.

To ensure comparability of data sets between the base and actual targets, baseline measures were recalculated to correspond with the same list of USAID-assisted countries used for calculating actual performance (N=80). In this table, the baseline figures did not change.

FY99 targets for improved completion rates under this performance goal, in terms of increases in the cohort reaching fifth grade, were exceeded in Latin America and the Caribbean and Asia and the Near East but not met in Africa. Yet, of the few countries reporting new data since their baseline year (23 of 82), only 3 increased their completion rates in 1998.

completion rates tend to be even less complete and timely than those of enrollment figures. While this indicator provides valuable if indirect information on educational quality, the scarcity of data makes it difficult to track regional trends in a way that lends itself to external reporting or internal decision-making. In addition, this performance goal does not fully reflect USAID performance in achieving improvements in educational quality.

Performance Analysis

Table 3.5 indicates that FY99 targets for improved completion rates under this performance goal, in terms of increases in the cohort reaching fifth grade, were exceeded in **Latin America and the Caribbean** and **Asia and the Near East** but not met in **Africa**. (**Europe and Eurasia** presents a mixed picture, given the revised baseline.) Yet, of the few countries reporting new data since their baseline year (23 of 82), only 3 increased their completion rates in 1998. These were **Ecuador, El Salvador, and Namibia**.

Achievement Beyond Fiscal Year 1999 Annual Performance Plan Levels

While increases in the cohort reaching fifth grade in both Ecuador and El Salvador partly explain the exceeded targets shown for the LAC region in table 3.5, Namibia's reported increase failed to offset other unmet targets in Africa. The scarcity of data for this indicator, especially for calculating current performance in relation to the baseline used in the FY99 APP, undermines the significance of the measures reflected in this table.

Planned Actions to Achieve Unmet Fiscal Year 1999 Plan Levels

The indicators on completion rates are wide ranging and represent multifaceted approaches used by Agency operating units for achieving this goal. Slightly more than one fourth of the strategic objectives for basic education (9 of 33) cluster around indicators reflecting primary school completion rates such as specific grade completion rates, exam pass rates, dropout rates, and survival rates to grade 5. While clustering on this indicator indicates broad interest in addressing issues of quality in basic education, the lack of standards or shared definitions on "completions" makes cross-country or regional comparisons problematic.

Revisions to the Fiscal Year 2000 Annual Performance Plan

This performance goal and the corresponding indicator were eliminated in the FY00 APP. This performance goal is not being used in the APP planning process for FY00 because so few USAID missions use or report this indicator regularly. We will urge host countries to report this vital indicator and monitor whether we can use it in the future.

Adjustments to Be Included In the Fiscal Year 2001 Annual Performance Plan

USAID will continue to evaluate use of this indicator as a target.

PERFORMANCE GOAL 4: ENHANCED RESPONSIVENESS OF IN-COUNTRY INSTITUTIONS OF HIGHER EDUCATION TO LOCAL AND NATIONAL DEVELOPMENT NEEDS

Although USAID considers improved performance by institutions of higher education (see table 3.6) to be an important objective, the indicator used for measuring performance under this goal (number of partnerships formed) does not capture the full extent of the Agency's involvement with host-country higher education. This is due to the blurred distinction in Agency reporting between using host-country higher education as a tool to achieve development results under the human capacity development goal area and institutional strengthening of higher education to support other Agency goals or objectives.

The recent development of a primary emphasis code for "higher education for host countries" may help clarify this distinction and reduce potential double counting for this indicator. That may help us develop a more satisfactory performance indicator for measuring and reporting changes in the development contributions of host-country institutions of higher education.

In addition to the number of partnerships formed, other measures that reflect the responsiveness of higher education to development needs include the share of funding from user charges, the

Performance Table From Fiscal Year 1999 Annual Performance Plan

Table 3.6. Performance Goal 4: Enhanced Responsiveness of In-Country Institutions of Higher Education to Local and National Development

Indicator: Number of institutional higher education partnerships formed.

Sources: USAID R4s and USAID calculations.

		APP Baseline (1) 1997	New Starts (2) 1998	Target (3) 1999
Agency Level	planned			25
	actual	8	31	
sub-Saharan Africa	planned			5
	actual	1	17	
Asia–Near East	planned			5
	actual	1	4	
Europe–Eurasia	planned			11
	actual	6	n/a	
Latin America – Caribbean	planned			4
	actual	0	10	

Note: This indicator measures the number of partnerships formed during the year that are designed to facilitate the responsiveness of in-country colleges and universities to local and national development needs. The baseline figures indicate new starts in 1997. The APP 1999 target reflects anticipated new starts for the period ending in 1999. Figures include partnerships facilitated by Global/HCD through the Historically Black Colleges and Universities Initiative, the University Development Linkages Project, the cooperative agreement with the Association Liaison Office for University Cooperation in Development, and programs sponsored by the Bureau for Europe and Eurasia.

budget allocated to higher education, and other institutional development indicators that may be relevant. The Bureau for Europe and Eurasia has developed institutional indicators that take into consideration programmatic, organizational, and financial factors.

Performance Analysis

The number of partnerships formed during 1998 exceeds expectations specified in the FY99 APP for most regions. This may be attributable to a recent revision in the reporting code used for reporting FY99 performance on higher education, which was designed to reduce potential double counting and confusion on how missions should report their higher education activities.

Planned Actions to Achieve Unmet Fiscal Year 1999 Plan Levels

The four strategic objectives with higher education targets in FY99 demonstrate different emphases of higher education programs in strengthening contributions of host-country institutions to development, rather than reflect any patterns in clustering around indicators. These include the number of USAID-trained historically disadvantaged people assuming increased responsibilities,

targeted organizations internally producing enhanced roles for historically disadvantaged people, the number of host-country higher education institutional responses to development needs, and the percentage of students enrolled in selected, relevant higher education institutions from traditionally disadvantaged groups.

Revisions to the Fiscal Year 2000 Annual Performance Plan

The fiscal year 2000 Annual Performance Plan more clearly defines this goal as increasing the number of host-country higher education institutions with teaching, research, and community outreach and service programs that respond to national or local service, educational, or economic development needs. Despite general agreement regarding the inadequacy of the indicator used for measuring this goal (e.g., “number of interinstitutional partnerships formed”), a more meaningful measure has not yet been identified.

Adjustments to Be Included In Fiscal Year 2001 Annual Performance Plan

We are currently evaluating other potential indicators that might be included in the FY01 APP.

Notes

¹Distance learning (also, distance education) is planned learning that normally occurs in a different place from teaching and as a result requires special techniques of course design, special instructional techniques, special methods of communication, by electronic and other techniques, as well as special organization and administrative arrangement.

²See discussion of linkages/sources in fiscal year 1998 Annual Performance Report.

³World Bank. 1998. *Assessing Aid: What Works, What Doesn't, and Why*. World Bank Policy Research Report. Washington: Oxford University Press, pp. 108–11.

⁴USAID. 1998. *Annual Performance Report, 1998*. Washington, p.63.

⁵Final data packets for human capacity development goal review, ISTI Report, June 1999. Based on PMA Database, strategic objective-level targets for increased access under performance goal 1 were not met in **Guinea** and **El Salvador**; gender targets under goal 2 were not met by Global/Women in Development SSO; and quality improvements were not met in India under goal 3.

⁶See human capacity development goal review notes and R4s.